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ABSTRACT

Emerging adult education policies and strategies were studied through a survey of United Nations Educational, Scientific, and Cultural Organization (UNESCO) member states, nongovernmental organizations (NGOs), and social partners. Questionnaires were returned by 93 countries and 12 NGOs. The study focused on the following: social change and its impact on adult education since 1985; adult education around the world; trends in adult learning around the world; formal and nonformal adult basic education; adult literacy; adult learning and the technological revolution; vocational training for adults; education toward a culture of peace; education for a democratic, civil society; education and the all-round development of all individuals; formulation of a broader vision of adult learning; integration of adult learning into the lifelong learning system; the changing role of the state, universities, and NGOs; the strengthening of cooperative structures; new ways of financing adult education; and UNESCO's role in the future of adult learning. Despite differences in individual respondents' opinions regarding how adult education goals should be prioritized and reached, there was general consensus that adult learning must be integrated into the lifelong learning system and no longer viewed only as a second chance for disadvantaged individuals, a means of reaching the unreached, or tool to provide skills to the unskilled. (MN)

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Expectations and Prospects for the 21st Century as Voiced by Respondents to a 1996 UNESCO Questionnaire in Preparation for CONFINTEA V

CONFINTEA V Background Document

Ursula Giere,
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INTRODUCTION

The following is a prospective analysis of adult education policies and strategies based on questionnaire responses from UNESCO Member States, NGOs and social partners, supplemented by some additional research and documentation work by its authors.

The UNESCO Institute for Education is publishing this document as a contribution to the debate to take place at the Fifth International Conference on Adult Education. We will not be able to explore and propose the alternative policies that are needed without reviewing the emerging trends and bringing forward the new questions currently raised in governmental and non-governmental networks.

I thank the authors of the report for helping us to focus on the critical issues and giving us the information required to propose appropriate actions and to build commitments.

Paul Bélanger
Director, UNESCO Institute for Education

ADULT LEARNING IN THE 21ST CENTURY

The more fragile the world becomes and the more uncertain the perceptions of its future, the more confidence, hope and expectations are placed in both the creative and lifelong learning potential of the individual. The closer the approach of the 21st century, the more urgently visions of the future role of adult learning are formulated. The more immediate the effects of globalization are felt, the more determined the quest for empowerment through active citizenship and adult learning - rooted locally and impacting globally.

> *"In a world in which the accelerated rate of change and rapid globalization are transforming each individual's relationship with both time and space, learning throughout life is essential for people to retain mastery of their own destinies . . . Learning throughout life can become, then, the means for . . . the exercise of active citizenship." (Learning: The Treasure Within. Report to UNESCO of the International Commission on Education for the Twenty-first Century, 1996, p. 100-101 [in later references referred to as The Delors Report]).*

> *"Both capitalism and socialism . . . have shown themselves incapable of extricating the majority of our people from misery . . . And the cultural question therefore is this: is there another solution, a solution of our own? Don't we possess the tradition, imagination, intellectual and organizational reserves to elaborate our own models of development, consonant with the truth of what we have been, what we are, and what we want to be, responsible before the civil societies which have been expending themselves in our countries from below and from the periphery?" (Carlos Fuentes, in Our Creative Diversity: Report of the World Commission on Culture and Development, 1995, p. 77).*

"The main objectives are . . . to reach the unreached, to include the excluded; to facilitate the exercise of civil rights and the participation of everyone in development; and to learn to live together, despite disagreements and differences." (Federico Mayor, UNESCO Medium-Term Strategy 1996 - 2001, Foreword, 1996).

"Lifelong learning is now understood to mean the continuation of conscious learning throughout the life-span, . . . not just as a right to be exercised, but as a necessary requirement of participation." (OECD Lifelong Learning for All, 1996, p. 89).

Consequently, the "right to learn," as adopted in the *Declaration of the Fourth International Conference on Adult Education* held in Paris in 1985, has evolved into the "necessity to learn." As stated in both the *Declaration of the Fifth International Conference on Adult Education* and the *Draft Agenda for the Future*, " . . . adult learning has grown in depth and scale, and has become an imperative at the workplace, in the home and in the community, as men and women struggle to create new realities at every stage of life" (*CONFINTEA V Draft Agenda for the Future*, p. 2).

The necessity to learn has also been underscored by a series of major world conferences and summits convened during the 1990s by the United Nations and its specialized agencies. Public attention has been drawn to global problems threatening survival in a shrinking world: Vienna (1993) on human rights, Rio (1992) on environmental deterioration, Cairo (1994) on demographic growth, Beijing (1995) on the situation of women, the Social Summit in Copenhagen (1995) on social development, Istanbul (1996) on human settlement, and Rome (1996) on food issues. All of these conferences and summits emphasized lines of action to which adult education must address itself. The international community clearly stated throughout these conferences that adult learning, combined with civic participation is integral to the creation of solutions. The world is not a distant planet

and, as this paper plans to illustrate, adult learning is not an abstract notion.

Social change and its impact on adult education since Paris 1985

During the twelve years that have passed since the Fourth International Conference on Adult Education (Paris, 1985), the world has become smaller and the many challenges facing adult learning have grown. While formal education has grappled with redefining its role after the worldwide dissatisfaction with the 'front-end' model of schooling arising in the 70s, and while adult education has been trying to establish itself within the education system, new trends and events have been exercising a revolutionary influence on education, and particularly on adult learning. In response, there has been a revival of educational policy considerations with a focus on placing child, youth and adult learning in an all-embracing, yet diversified and cyclic, lifelong learning perspective - the learning society - relying on active and informed citizens.

Among these trends and events are: demographic transformations; the political transformation of Central and Eastern Europe; globalization of the economy, with its impact on national economy, on migration, on international cooperation, on cultural exchange and cultural plurality; transformation of the production processes and of work; epidemic unemployment and underemployment; the trend toward information societies; the communication revolution; the deepening of the equality gap; the increase of poverty, both between developing and developed countries and within countries; increasing aspirations for democracy based on recognition of both political and social rights; and aspirations for recognition of regional, religious, ethnic and linguistic identities.

Adult education around the world

Everywhere in the world the social demand for adult learning is increasing. Everywhere in the world statements identify adult education as a key to the survival of humankind in the 21st century, attributing

adult education with the magic to contribute positively to education for all; equity; redistribution of knowledge, wealth, and power; increase in productive skills to be competitive on the world market; improvement of both individual and societal quality of life; and peaceful coexistence in the global village - and yet, almost everywhere in the world, adult education is a widely neglected and feeble part of the official educational scene. Almost everywhere in the world, adult education receives little or no public finance and little attention from research. It lacks coordination and trained permanent personnel, and it seldom leads to recognized certification. Almost everywhere in the world, adult education lacks an appropriate statistical basis, remains undefined, is often practised and perceived with a very fragmented view and has weak links to the formal education system. Adult education is often viewed skeptically since it does not lend itself easily to quantitative evaluation of its outcomes.

However, almost everywhere in the world, adult education is about people and despite a diversity of development challenges, it is a field full of activity, concerned with all areas of human needs and dreams. It is as rich and colourful as life, lifewide and lifelong, reaching far beyond activities usually associated with the education sector, and it strongly relies on the capacity of the individual not only to adjust to but also to bring about social change. The definition of adult education adopted in the *Recommendation on the development of adult education* (Nairobi, 1976), emphasizes this last point, stating that, " . . . in such a scheme (of adult education) men and women are the agents of their own education, through continual interaction between their thoughts and actions . . . "

Adults learning around the world

Everywhere in the world adults organize themselves to learn. They do it for different reasons, with different interests, for fun or under strain. They learn about others and about themselves. They learn to be competitive in work situations, to enjoy their leisure time, to improve their quality of life, or to overcome poverty, exclusion and

marginalization. They participate in literacy classes, basic education, community development, popular education, further training, on the job training, educational leave, universities of the third age, agricultural extension, environmental education, health care, retraining, second chance education, women's empowerment, social movements, non-formal education, peace education, intercultural learning, foreign language learning, workers' education, sports, transformative learning - and many other organized learning activities.

They learn in homes, fields, factories, educational institutions and communities around the world, some in the relaxed atmosphere of a well equipped high tech multi media workshop or in front of their home computer. Others learn following a hard day's work, hungry and tired, deprived of paper and pencil. Some share their learning experience with professionally trained and well-paid adult educators, others with neighbours who volunteer to transmit their recently acquired reading, writing and numeracy skills without receiving any financial compensation and hardly any training. Some join courses offered by governments, ministries, nongovernmental organizations, while others join courses provided by private enterprises, labour unions or religious institutions.

Explosively increasing numbers of women and men, young and old, from urban and rural areas, from top management, specialized professions or without any formal schooling subscribe to adult education. Simultaneously there are innumerable women and men who do not participate in adult education, be it that they are not aware of learning possibilities, do not feel a need to learn, have undergone painful learning experiences, or simply because no provision is available. Often those who participate in adult learning are mainly those who are already equipped with good educational qualifications while those who stay away often tend to be those with little or no schooling at all.

How can adult learning expand its vision to "reach the unreached" and to nurture people's curiosity to learn throughout life? How can the shift

be made from education to self-directed learning? What demands will be made on adult learning in the next century and how can the diversity of providers handle those demands in a time of rapid change and economic recession? What obstacles must be removed in order for adult learning to contribute to the process of transformation of society?

The following analysis of the many responses received to the *UNESCO Questionnaire for the Member States on the development of adult education since 1985*, developed in preparation for the Fifth International Conference on Adult Education (CONFINTEA V) shows that perspectives on the future critical development of adult learning differ as much as do concrete social, political, historical, economic and cultural conditions and traditions. Future trends in adult learning are not linear, but rather a patchwork of local, national, regional and international initiatives, each struggling to find its way, yet taken together representing a vast network of development lines.

LETTING THE ACTORS SPEAK FOR THEMSELVES: *UNESCO questionnaire on trends and events in adult learning*

The UNESCO questionnaires were sent in 1996 to a diverse representation of adult learning providers (including associations, employers, unions, media representatives, NGOs, intergovernmental organizations and ministries) from the five UNESCO regions: Africa, the Arab States, Asia and the Pacific, Europe and Latin America and the Caribbean. Information was compiled about the evolution of national trends in adult education since 1985, as well as on "prospects and expectations for the 21st century." Comments from the questionnaires which have been integrated into the following analysis are mainly drawn from the sections on future trends and suggestions.

Seventy-three countries and twelve international NGOs returned the questionnaires. Geographically, this represents no more than between

forty-five to fifty percent of the UNESCO member states in the regions of Europe, Latin America and the Caribbean and the Arab States, and thirty percent in the Asian and African regions and cannot be considered as representative of the situation of all member states. Responses came from a diversity of institutions including ministries of education, science, water, alternative education, social affairs, as well as university departments of adult education, literacy sections of ministries, regional NGOs and UNICEF (responding specifically on the situation of women and girls).

In the following analysis, responses are attributed by country, although it must be made clear that these attributions do not preclude similar opinions and experiences held by other countries. It must also be mentioned that this analysis is limited to the questionnaire responses and can not, therefore, represent the diversity of opinion and the range of educational opportunities which exist in many countries and regions.

In fact, the very idea of what is "future-oriented" will differ considerably within a global perspective. What is new and innovative to some may seem traditional or conservative to others depending on their social, political and cultural contexts. Disparity in the depth of the responses and lack of data about who filled out the questionnaires, also require that additional commentary be drawn from other sources, in particular from the draft Declarations, reports and position papers created during the Regional Preparatory Conferences convened for CONFINTEA V. Despite this, the respondents offer a rich collection of visions and hopes for the future.

The following analysis of the questionnaires is organized under subsections corresponding to the four pillars of learning as coined in the 1996 UNESCO publication, *Learning: The treasure within*: "learning to know," "learning to do," "learning to live together," and "learning to be." The book is a study and reflection on the challenges facing education in the future , formulated by the International Commission on Education for the Twenty-First Century. The Commission, formally established at the beginning of 1993, and

chaired by Jacques Delors, former President of the European Commission (1985-95), consisted of a core group of fifteen experts from all parts of the world and from a variety of cultural and professional backgrounds. Convened by the Director General of UNESCO specifically to analyse the question, "What kind of education is needed for what kind of society of tomorrow?," the Commission also consulted questionnaire responses submitted by National Commissions for UNESCO.

LEARNING TO KNOW - LEARNING TO LEARN

"This type of learning is less a matter of acquiring itemized, codified information than of mastering the instruments of knowledge themselves . . . Learning to know presupposes learning to learn, calling upon the power of concentration, memory and thought: As an end, its basis is the pleasure of understanding, knowing and discovering" (Delors Report, p. 86).

Initial education: the crucial stage in learning to learn

Initial education, be it formal school education or non-formal adult basic education, can never provide the necessary knowledge to prepare learners for the array of personal, cultural, professional, social and political needs and requirements encountered throughout a lifetime. Initial education is, however, a crucial phase in the continuum of lifelong learning, determining the lifelong learning biography of adults. It sets the stage for "learning how to learn" and learning how to develop the ability to critically select and independently judge information.

If the whole learning environment is not supportive to the curiosity and creativity inherent in everybody, it may kill the pleasure of learning and the desire to know and discover. The Jomtien Declaration (1990) and the Amman Affirmation (1996) stress the significance of this very early stage of organized learning, whether it occurs during early childhood, primary education, or during youth or adult literacy and training.

Adult literacy: Broadening the knowledge base

Dropout from primary school or literacy programmes, failure of literacy campaigns, relapse into illiteracy have all contributed to an estimated one billion women and men not yet able to practice reading, writing and numeracy in their daily lives. This amounts to about one quarter of the adult world population (every third woman and every fifth man) lacking a basis from which to take off for future learning. Future planning for more sustainable literacy is, therefore, one of the central issues for adult learning. This is stated in most of the questionnaires received from developing countries, but also in quite a few from industrialized countries (Belgium, Germany or France).

With two-thirds of the illiterate people in the world being women, in the period between the Third World Conference on Women (1985) and the Beijing Conference (1995), efforts have been made, for example, to increase literacy education specifically targeting women. For developing countries in many of the Arab States and Africa, women's basic education will remain the number one priority (Togo, Tanzania, Niger, Egypt, Burkina Faso and Iran), with the recognition that "within literacy programmes for women, her role as an active citizen and her participation in socio-economic development must be integrated" (Ivory Coast, Niger).

Almost all questionnaire respondents stress their desire to get away from a narrow vision of adult literacy defined by the pure acquisition of reading, writing and numeracy skills, or, as the Egyptian respondent puts it, to shift from "the traditional concept of literacy - limited to eradicating alphabetical illiteracy, without paying any attention to the ability of learners to participate in life activities - to a more modern concept aiming to provide learners with educational, cultural, social and vocational experiences." Literacy should become integrated into the fabric of the learner's natural, social and political environment, i.e. in the development of the person, of the community, the country and the world (Chili, France, Greece, Guinea, Mauritius, NGO Uganda), as well as into the continuum of lifelong learning (Angola, Niger).

In order to integrate literacy into real life situations a whole set of goals is targeted, among others to link literacy with income generating activities, work and agricultural production, forestry and industrial development (Congo, Dominican Republic, Honduras, Swaziland); with health issues, in particular with the epidemic growth of tuberculosis, AIDS and other viral diseases (Switzerland, referring to respective guidelines given by the World Health Organization (WHO), Congo, Ivory Coast); and with environmental deterioration, protection of water sources and the fight against desertification (Burkina Faso), urban pollution and recycling of household waste and used water (Congo).

Bolivia suggests to "establish integrative centres of technical, humanistic education of art and culture would aid in the battle against illiteracy - these centres would recognize life experience as a background for literacy education, as well as teach students about their role in social change." The importance of following-up literacy education with post-literacy programmes is also widely stressed (for example by China and India). Iran suggests setting up post-literacy courses enabling neo-literates to join the formal school system.

The impact of the learning environment on the learners' curiosity and motivation has high priority in India's projected post-literacy campaigns which consist of "self-directed continuing education through library services, newspapers for neo-literates, group discussions and other activities such as skill development and vocational training." There is wide agreement that "literacy can only be improved if learners grow up in a world in which value is attributed to reading, e.g. in a cultural environment in which the reading of newspapers is a general habit or in a working environment in which persons have to be able to read" (Eritrea, Finland, Germany, Iran, Togo).

The increasing complexity of work and life situations also tends to generate new literacy demands such as computer and technical literacy and higher minimum levels of literacy, often acting to weed out less qualified members of the labour force. This is true for industrialized

countries (OECD, *Literacy, Economy and Society*, 1995) as well as for developing countries. How to escape this vicious circle?

A participatory, learner centered approach to literacy, using mother tongue learning materials, curricula and methods - tailored to the needs and experiences of the learners - is widely praised. Reality, however, may continue to look different in many places, since "where shall we find the workers who can teach adults to learn how to read, to learn critical and human skills, to acquire a scientific mentality, to accept the possibility of the relativity of opinion? Do we even have enough people who can teach the basic development knowledge and skills in agriculture and health?" (Bhola, H.S., World Trends and Issues in Adult Education, UNESCO/IBE, 1988 p. 107).

"Achievement of total literacy must be the common objective of developed and developing world alike" (International Council for Adult Education, ICAE). Hardly anybody would disagree. But how to accomplish this?

"All sectors and actors in education, development and politics must be educated to accept that mass illiteracy is primarily the outcome of mass poverty. We must ensure the achievement of universal elementary education across the world -regardless of cost" (ICAE). But where will the funding come from?

Suggestions encompass efforts to be made on the local, national, regional and international level: "NGOs should work at the grassroots level and draw on material resources available to the community - personal experiences, knowledge, skills - with less emphasis on monetary resources" (NGO, Uganda); "Literacy should become higher priority in many government budgets" (Namibia); "International organizations should invest in literacy" (Honduras, Namibia); including the World Bank, BAD and bilateral cooperative bodies (Congo).

Congo also forwards the idea of cancelling the national debt of developing countries, thus reducing poverty and free funds to support

intergovernmental and international NGOs, many of which provide literacy education, so that the region of Africa can meet the challenges it faces in the 21st century.

Adult learning and the technological "revolution"

In a globalized world, mass media are playing an important role in providing information and education through modern technology (*Towards a System of Continuous Learning, With a Focus on Learners: An African Position Paper, Dakar, October 1996/ hereafter referred to as: The African Position Paper*). Mastering its tools will become part of learning to know.

Many countries project that various forms of distance learning will continue to be the most widely used form of the new technologies, reaching people who would otherwise be deprived of opportunities to learn due to physical distance, organizational or infrastructure conditions or personal and cultural constraints. This includes the educating of illiterates and neo-literates using radio and television broadcasts (Congo, Dominican Republic, Estonia, Guyana, India, Lithuania, Sri Lanka, Spain).

The increased use of CD-ROMs, home computers and Internet as tools for increased self-directed learning, as well as for use in skills training and re-training of staff to meet the growing technical demands of business and industry, is of special interest to Chili, Estonia, Finland, Germany, Latvia, Maldives, New Zealand, Sweden and South Korea, the latter country raising serious reservations about the danger of creating further "inequality between rich and poor and between haves and have-nots" in our new "learning society." These reservations are also underlined in the various regional declarations such as the African Position Paper, the 1996 Jomtien Declaration and in the draft *Declaration of the PanEuropean Conference on Adult Education*, where it is stated that "the appropriate measures have to be taken to ensure everybody's access to these information resources and tools as well as an adequate intellectual and technical education so that

technical innovations do not become a means of exclusion and create, thus, a greater distance between social sectors and between countries." If we don't take care, new technologies can rather create new dependencies instead of being an aid (International Federation of Rural Catholic Adult Movements, FIMARC; ICAE).

In order to better guarantee equal access, the *African Position Paper* proposes the introduction of national languages in electronic networks by creating multi-lingual "navigators", thereby refusing to confine local language to linguistic ghettos; monitoring of the appropriateness of tools in terms of its literacy, including software; maintenance and sustainability of the system; statistics in view of the target audiences; creation of "blue moon cafés (cyber-net cafés)"; and use of local cultural industries and artists to protect cultural integrity, as well as shaping the content of information to local needs.

Successful use of new technologies in adult learning will also depend on selecting a good director for the programmes (Saudi Arabia); choosing proper broadcasting times (Congo, Saudi Arabia, Spain); and the monitoring of content, the last of which brings up ethical concerns about the unwanted dissemination of violence and pornography via Internet and the potential threat of foreign domination via worldwide satellite TV. The international NGO, ICAE, contextualizes these concerns in an overall fear of the intensification of a "one-way flow" of information from North to South and the control over information by the élite.

Other development needs identified in the questionnaires include the availability/production of high quality, re-usable multimedia teaching aids (Eritrea, Latvia, South Arabia); opportunities to share examples of successful ways of using new technologies in adult learning situations (Egypt, Education for Life); and research and better publicity (Estonia).

The relatively high cost of these technologies will, however, remain a barrier to their use according to Greece, Lithuania and South Korea.

Where will funding come from if a multi-speed development to new technologies is to be minimized?

In his keynote speech at the opening of TELECOM '95 in October of that year, South African President Nelson Mandela declared, "This is a special moment in the world's potential for transition to a truly democratic information age . . . If we cannot ensure that this global revolution creates a worldwide information society in which everyone has a stake and can play a part, then it will not have been a revolution at all."

LEARNING TO DO

"Learning to know and learning to do are to a great extent indissociable, but learning to do is more closely linked to the question of vocational training:...how can education be adapted to future work when it is impossible to foresee exactly how that work will evolve?" (Delors Report, p. 88).

"Learning to do" becomes a social imperative in a world labour market which is shaped both by rapid changes in working life and the continual rise of unemployment, underemployment and poverty in most countries. Once-and-for all career preparation has been rendered obsolete. Part- and flexi-time work is on the rise. Informal labour is increasing. Lifetime careers are being replaced by project work and frequent job changes. This is a partial picture of the scene set by the dominant trends established in the 20th century.

Can the 21st century be different? Can adult learning in the guise of training schemes, apprenticeship training, skills- and technical upgrading programmes among others, create work which is fulfilling and equitably paid, or will future employment trends exclude the majority of unemployed in industrialized countries, much of the population in sub-Saharan Africa, and fail to reduce severe inequalities

in Latin America and elsewhere? (World Bank, *World Development Report 1995: Workers in an Integrating World*, p. 118).

The global outlook on unemployment is grim. The International Labour Organization (ILO) has reported that roughly one billion people in the world, one third of the labour force, are in need of work today. This phenomenon affects industrialized countries as well as the developing world (ILO; World Employment Report, 1996/97, 1996). In Latin America and the Caribbean, unemployment rose from eight to 10 percent in Columbia, while urban unemployment grew in Argentina, Bolivia, Ecuador, Jamaica, Mexico, Uruguay and Venezuela. The ILO report states that few statistics are available on direct employment in sub-Saharan Africa and many parts of Asia. It adds that there is no doubt that unemployment and poverty have continued to grow in low-income regions.

Respondents point out that in view of high unemployment and poverty rates, increased training initiatives will be necessary for the unemployed in the framework of global development politics (Chili, Peru). Sweden proposes a worldwide commitment to upgrade the skills of the 25 percent lowest educated. Angola wonders if it would be useful if conditions and requirements of apprenticeship training can be reformulated to improve access and success?

Many countries will prioritize vocational training for the unemployed, as well as career counselling and the allocation of study grants (Sweden). Venezuela states that vocational training must begin with a flexible system for young adults, combining study and practical experience in the workplace. Other countries question whether vocational training can really provide the necessary prerequisites in a world in which there will never be enough jobs for every person (Chili, Peru).

Unemployment is not the only challenge to be overcome. The sheer pace of technological change has convinced business communities and nations alike of the need for internal flexibility in the labour force

through continuing organized learning. Keeping up with, and even ahead of, the technological changes that continuously influence the nature and organization of labour will continue to be a matter of paramount importance. Every sector, including agriculture, has need of evolutive skills tied in with knowledge, know-how and modernization (Costa Rica, Honduras, Jamaica, Malta, Tunisia, . . .).

Work arrangements are also changing not only with respect to nature and content of jobs but also in terms of their organization. For example, more than 35 million people are working as legal and illegal migrant workers. The International Labour Organization emphasizes the importance of equal opportunities for the growing numbers of migrant workers in all areas in the future, including the provision of adult learning and training opportunities, as well as aid and encouragement to develop their own support structures and networks (World of Work, No. 15, 1996, p.17).

Changing structural organization includes high performance workplaces which emphasize self-managing teams, study circles, flexible, rather than narrow job design, information and office technologies, production, the ability to meet customer needs and, particularly, innovation and total quality management (OECD, *Lifelong Learning for All*, 1996, p. 35). These changes impact all countries, such as Guyana, where a future priority is to offer continuing education programmes for professionals, many of whom have been catapulted into management positions because of the exodus of experienced persons.

Various models of adult education and training are suggested, many of which place the responsibility on the employers to offer in-house training or to support the education of their workers through paid study leave, extra vacation days or counting continuing education as part of their working schedule. Jamaica suggests providing tax incentives to business and industry who provide educational training to their employees.

It is predicted that future training trends will also include increased use of self-directed learning and increased use of computer delivery of technical and vocational education, especially in industrialized countries. Future trends in developing countries will also include education toward higher health and safety standards in the workplace (UNEVOC, *"Future Trends in Continuing Technical and Vocational Education Planning Document,"* 1995).

For women, the emphasis of training courses in the future will be on the acquisition of new skills (e.g. leadership, technical skills), micro-enterprise management and consciousness raising. In South Korea, an emphasis will also be placed on consumer and environmental education and Kuwait plans to increase vocational education for women, as do Norway, Germany, Sweden and many of the countries in East and Central Europe.

Rural women are also seen as playing an important role in steering their communities away from disease and in promoting preventive health care (Ivory Coast and Mali).

In the future, "learning to do" must also concentrate more on the informal labour market. According to a recent study reported in the 1996 Human Development Report, the informal sector accounts for nearly 80 percent of all employment in Cotonou, Benin, and Ibadan, Nigeria, 68 percent in Bombay, India and 66 percent in Douala, Cameroon. In Latin America, an estimated 59 percent of the urban poor and 67 percent of the destitute derive their income from the informal sector. Many women also work within the informal labour market, as well as a growing number of street children - 96 percent of whom are migrants and more than half of whom are not attending any kind of education *(World of Work: The Magazine of the ILO* (No. 15, March/April, 1996, p. 9).

Finally, the future of adult learning within the context of learning to do will have to address the shifting context and value of work in human life.

LEARNING TO LIVE TOGETHER

"This type of learning is probably one of the major issues in education today . . . Is it possible to devise a form of education which might make it possible to avoid conflicts or resolve them peacefully by developing respect for other people, their cultures and their spiritual values?" (Delors Report, p. 91-92).

Educating toward a culture of peace

Adult learning is specifically linked to peace education in UNESCO's *Medium-Term Strategy 1996-2001* (UNESCO, 1996), emphasizing its role in providing skills, values, and knowledge which form the basis of respect for human rights and democratic principles, in a spirit of tolerance and in the rejection of violence - in short, in learning to live together. This is supported by the responses to the questionnaires.

Conflict resolution programmes are mentioned in many of the responses. South Korea stresses that "adults must be educated to recognize the less visible causes of societal violence." Namibia views the encouraging of conflict resolution by peaceful means as one way to free funds for improving human conditions.

Notions of peace, social justice, solidarity, and tolerance should be further integrated into all areas of adult learning curricula (Costa Rica, El Salvador, Honduras, Ivory Coast, Niger, Peru, South Korea, Switzerland, Tanzania, Venezuela), accompanied by awareness training about xenophobia, racism, anti-Semitism and social exclusion (Cyprus, Sweden). In order to facilitate this goal, "there should be local, regional and international interchange of experiences and materials which incorporate ethics and values training" (Nicaragua) and participatory methodology should be privileged over authoritarian teaching (Tanzania).

Intergenerational education is suggested as a good way to do multi-cultural education (ICAE, Germany). Bolivia concurs, stating, "Current

educational reforms do not permit adults and children to grow up together with the opportunity for intergenerational interaction, nor for adults to transmit their culture, experience or personality."

The German approach offered as a future model includes the attempt not to isolate separate target groups but to bring together different segments of the population (old and young, migrants and local people, etc.) in order to discuss intergroup problems.

According to some of the respondents, efforts at educating for a culture of peace will be in vain without an equal distribution of goods and services and the successful socio-economic development of the citizen (Dominican Republic, India, Tanzania). Respondents from Eritrea and Ivory Coast consider it equally important to increase educational provisions to people having no access to the written word so they can be more active in the dialogue for peace.

ICAE posits a critical analysis of peace education in general. "Education to promote a culture of peace must recognize that words like justice, freedom and tolerance cannot be dealt within a vacuum . . . any peace initiative would need to play the role of an investigator into history, geography, politics and much else -- tease out the tough questions: Justice for whom? Freedom for what and for whom? How does freedom for one impact on the idea of freedom for the other?"

Striving towards a democratic, civil society

Many respondents warn against isolating information programmes on democratic theories and practice in the ghetto of political education, stating that striving towards a democratic, civil society should be an integral element of all adult learning curricula.

According to many of the respondents, improved access to adult learning is also seen as a prerequisite for educating for democracy - without regard to race, sex, or any distinctions, economic or social. Respondents state the need for future expansion of provision to include

the demands of all adults, including those groups who are often excluded for social, cultural, ethnic or physical reasons.

Adult learning programmes for older persons is one area, for example, which will receive more attention in the future. In the *Report of the International Conference on Population and Development* (Cairo, 1994, p.38), it was estimated that in developed countries one in four persons will be over the age of 60 by the year 2025. To limit the concept of active population to people less than 60 or 65 years old is 'out-aged'. People in this age bracket are repeatedly referred to as "third age citizens" and calls for "third age universities" are posited (Germany, Sweden, Cyprus). In Malta, pensioners will be able to register for evening courses organized by the Department for Further Studies and Adult Education, without having to pay any fees. Programmes for this age group should focus on raising competency and capacity levels, satisfying leisure time interests and helping to integrate older persons into modern society (Chili, ICAE, New Zealand, South Korea, Uzbekistan).

Adult learning opportunities for indigenous people will also be prioritized according to a large number of respondents and should "start with the identification and analysis by indigenous people of their needs and lead to the enhancement and maintenance of their quality of life, according to their priorities and using their knowledge, skills, and traditional resources as much as possible" (*Oaxaca Declaration on Adult Education for Indigenous Populations*, 1997, p.3).

New Zealand is working on educational programmes enabling Maori people to exercise their rights and revitalize their culture. Latin American respondents stress the importance of preserving indigenous oral cultures and expanding educational programmes for indigenous groups beyond literacy to include wider social interests, giving them access to the information and knowledge necessary for participation in the determination of policies and politics.

Stressing learning opportunities specifically addressing women's needs and role in civil society, the *1996 Asian Jomtien Draft Agenda for the Future* asserts that "while acknowledging the conditions of women's oppression and marginalization, there is also a need to highlight women as active agents of change, who have the capacity not only to transform themselves but society as well." Will it be possible, however, to create a positive environment for women's equal participation at community, national and international levels? Nigeria reports that its "government says a lot about the importance of prioritizing women's empowerment and education but so far there are more vague pronouncements than real political backing." This scepticism is shared by most of the international NGOs.

There is also a shift toward more popular education developed according to women's particular points of view, needs, expectations and interests (Mexico, El Salvador, Egypt), including gender specific learning materials (World Education, Iran) and the assigning of women teachers wherever possible (Eritrea, World Education).

Access and funding for women's adult education remain problems worldwide. Suggestions for improving access include increased provision of child care and transport (Eritrea, Lesotho, Togo and World Education); and the adjustment of course schedules to fit into women's other responsibilities (Eritrea). When women can access adult education, they seem to be its most enthusiastic supporters (Uganda, Finland, Germany, Egypt, . . .). Funding suggestions range from the Ivory Coast proposal for government and international NGOs to fund women's initiatives outright, while Guinea and Nigeria suggest creating women's associations with income generation at their core.

Many countries are still striving at narrowing the gap between those who govern and those who are governed, while established democracies are experiencing a crisis in social policies which is undermining the very foundation of a system of solidarity that had appeared able to reconcile, in a democratic way, the economic, political and social aspects of society under the aegis of the Welfare State. The

relation between the welfare state and the civil society is in transition. As a result, the democratic ideal needs to be reinvented or at least revitalized and adult learning will be challenged to contribute to this process of the "democratization of democracies."

LEARNING TO BE

"...education must contribute to the all-round development of each individual -- mind and body, intelligence, sensitivity, aesthetic sense, personal responsibility and spiritual values. All human beings must be enabled to develop independent, critical thinking and form their own judgement, in order to determine for themselves what they believe they should do in the different circumstances of life" (Delors Report, p. 94).

On the eve of the 21st century, all societies are being propelled by the rapid changes accompanying internationalization and globalization. At the same time, there is a search for recognizable identities rooted in local culture, history and politics. Adult learning programmes must address this dichotomy by putting a future lens on humanistic ideas - one that has an ethical perspective and which integrates a knowledge of, and respect for the different cultures and spiritual values co-existing in the world. This is especially necessary in order to counterbalance the growth of a purely economic and technical globalization.

Future discourse related to learning to be must have at its core the commitment not only to address cultural and regional differences but also to address questions of gender across the board. ICAE states that adult learning of the future must empower the women and reorient the men through gender awareness and training. This includes the elimination of gender stereotypes from educational materials and the removal of social and cultural values, as well as the attitudes and practices, which keep both men and women locked into inflexible role models (UNICEF). This also includes valuing women's education

simply because women deserve to be educated. Why should the education of women continue to be justified on the argument, "educate a woman and you educate a nation?" Why isn't it enough to say, "educate a woman and you educate a person?"

At the center of "learning to be" is the notion that lifelong and adult learning must enable every person to solve his or her own problems, make his or her own decisions and shoulder his or her own responsibilities - individually and collectively as active citizens in a civil society. According to respondents, achieving these goals will require an increase in learning programmes which foster personal development (New Zealand, South Korea); programmes which revitalize cultural identity (China, among many others); foreign language programmes which provide the tools to communicate with other cultures (Belgium, Cyprus, Czech Republic, South Korea); and programmes which foster empowerment, self-esteem and self-confidence, all of which open the door to all modes of lifelong learning.

FUTURE STRUCTURAL DEVELOPMENTS IN ADULT LEARNING

A broader vision of adult learning

As is clearly stated in the responses to the questionnaires and in the various declarations adopted during the CONFINTEA V preparatory regional pre-conferences, adult education in the future can no longer be regarded only as a second chance for the disadvantaged, a means of reaching the unreached or a tool to skill the unskilled. Of course, it is all this. However, a broader and more flexible vision of future adult learning is envisaged, wherein adult learning constitutes "a continuous process of forming whole human beings - their knowledge and aptitudes as well as the critical faculty and the ability to act. It should enable people to develop awareness of themselves and their environment and encourage them to play their social role at work and

in the community" (Delors Report, p.21). It is upon this foundation, supporting all four of the learning pillars mentioned above, that discussions about future organizational structures for adult learning are being built around the world.

"When the rhythm of the drum beat changes, the corresponding dancing steps also change," is the metaphor used in the *African Region's Declaration on Adult Education and Lifelong Learning*. While the priority for the future remains basic education for all, basic education is viewed in a very broad perspective, empowering people to "organize their lives and participate in the management of public assets." Similarly, the 1996 Asian *Jomtien Declaration on Adult Education and Lifelong Learning* puts emphasis on a broader vision of basic education for all, pointing, however, to the extreme diversity of lifelong learning levels already implemented in the Asian and Pacific Region depending on levels of development.

For example, the Declaration drafted during the CONFINTEA V pre-conference for the Latin American and Caribbean Region envisages a shift in adult learning beyond mainly second chance education for youth (15-25 years old). Strongly affirming the necessity of adult and lifelong learning within civil societies, the European Region asks for a "revision of educational policies . . . so that they take into account all the different educational agents and give citizens the capacity to develop themselves and the right to learn during the whole life." Special reference is made to the European countries engaged in political transformation and democratization requiring enhanced communication skills and active citizenship. The Arab Region, meanwhile, will also continue to focus on literacy and post-literacy adult learning as well as increasing provisions for technical and vocational knowledge.

The questions which must be asked in all regions include: What are the implications for adult education as it becomes demand-driven? How will adult education establish its place within the whole lifelong

learning system? What changes does this imply for the role of the actors, such as state, universities, social partners (employers and unions) and NGOs? How can the quality of adult learning be assured, including prospects for the training of trainers, monitoring and research? What will be the future direction of international cooperation? What future role is UNESCO expected to play? The responses to the questionnaires have quite a bit to say in all these regards.

Integration of adult learning in the lifelong learning system

The integration of adult learning within a lifelong learning system is widely expressed by respondents, as well as the need for increased support from all sectors for continuing education and training (Guyana). Some countries have already begun this process. In New Zealand the government has developed a strategic plan "Education for the 21st century," launched in 1994. The plan envisions a seamless education system in which barriers no longer exist between school and post-school education and training; in which all courses of study can lead to national qualifications; where senior secondary school students are able to combine regular school courses with those in polytechnics or universities or with workplace training -- resulting in a learning system in which students can move freely from institution to institution.

In Sweden, a Parliamentary Commission has proposed a five-year programme on adult education with the intent of more firmly establishing its role within the education system by the year 2000. Bolivia has committed itself to a similar agenda. El Salvador and China both express the intention to strengthen the articulation of formal and non-formal education, by creating a "link between the processes of adult education with other processes, modalities and educational levels." This implies, as Norway states, that all qualifications adult learners acquire through adult education programmes could become fully recognized as part of any professional or technical assessment procedure.

The changing role of the state, universities and NGOs

While the state in many countries will decrease its role as one of the main providers of adult education, it will still be called upon to create policy and legislation which recognize adult education and guarantees the right to adult learning (China, Czech Republic, Ecuador, El Salvador, Honduras, Lithuania, Namibia, Nicaragua, Qatar, Uzbekistan), as well as to support increased transparency, counseling and quality assurance - often lacking due to the increase of number of providers and courses. The Federal and Länder governments of Germany, for example, have already initiated a number of new measures, such as setting up adult education databases, establishing regional cooperation centers and launching quality assurance activities. Honduras also holds the state responsible for establishing a focal point for coordination among the various providers.

Universities are challenged by many of the respondents to broaden their provisions by offering a variety of "open learning" evening courses for adults where this is not already done and to open the doors of libraries, archives, computer workshops to non-matriculated adults. Universities are also urged to engage in more specific research on adult learning theories, curriculum development and, in this respect, to reverse the trend from increasingly esoteric research agendas toward information with practical applications (ICAE).

Finally, education departments of universities must integrate courses and lines of study with the explicit goal of educating qualified personnel for adult education (India), and should act as centers for quality assurance, demand analysis and the production of national statistics (Malta). Universities have an important role to play in developing countries by providing renewed visions of development that will enable their countries to build a genuinely better future. "It is particularly necessary to devise new development models for regions such as sub-Saharan Africa, as has already been done for some Eastern Asian countries." (Delors Report, p. 28).

Ministries are also encouraged to create collaborative research efforts, both inter-sectorally and with other types of institutions. This could help promote a greater degree of continuity and relevance. The African Position Paper, for example, states that research in Africa has been irrelevant to the practice of adult education, written in foreign languages, badly disseminated and not geared to the African reality. Latin American respondents claim that much of what is orienting adult education in their region is emanating from external institutions. The lack of collaborate research efforts will hinder a dynamic process of growth within adult learning.

There is no single profile of the future role of NGOs presented in the questionnaire responses. It is obvious, however, that the future of adult education will strongly rely on the involvement of NGOs as the pillars of an emerging civil society. It is important to point out that the role of NGOs should not be seen as a substitute, but rather as a complement, to the role of the State. For example, many respondents assert that NGOs have more flexibility and are more responsive to local needs than are government agencies. NGOs' proximity to popular and social movements, their capacity to experiment and their lower levels of bureaucracy allow them to formulate alternative adult learning initiatives which reflect everyday realities.

The strengthening of NGO networks, as well as increased support for national, regional, sub-regional and international meetings between NGO leaders will, therefore, be of importance in the future (Education for Life, American Association of Adult and Continuing Education, AAACE). Due to the direct involvement of NGOs in programme delivery, they are also asked to take a stronger role in the development of methodologies and the development of rural education programmes (Guinea). NGOs are seen as the bodies best positioned to advocate for better cooperative structures at all levels since cooperation is at the core of their identity.

The strengthening of co-operative structures

The further diversification of partnerships and inter-sectoral as well as inter-ministerial cooperation is projected to continue in the future. In Andorra, for example, the Ministry of Education has begun a planning study with the participation of social and economic bodies, public sectors, semi-public and private. Nicaragua states that horizontal and bilateral cooperation seem to have been the most successful in securing the continuity of long lasting results and experiences of innovative projects. This is confirmed by many other respondents.

Multilateral cooperations at intergovernmental and non-governmental levels, as well as between countries are tasked with pursuing a variety of future initiatives with a focus on, for example: better access worldwide to computers and new technologies, interchange of information and experience through publications and personnel exchange, qualitative aspects of evaluation, the development of new methodologies, the breadth of projects involved in socioeconomic development and the dissemination of information about literacy and post-literacy (India, Nicaragua, Guyana, . . .).

Finally, the challenge has been imposed on multilateral cooperation to untangle the directional imperatives imposed on adult learning by the various sectors, keeping in mind both the learning priorities driven by economic, labour and development needs and the needs of individuals for lifelong learning on a more personal level.

New ways of financing

New co-operative structures will open up the possibility for the merging of public and private funding according to each country's economic profile, its needs and its stage of development. An important factor is that these new structures be built on the fundamental principle of equal opportunity.

Governments have until now played a central role in funding adult learning, but in response to the worldwide economic recession many governments have started to cut down their contributions (AAACE, Qatar, Slovakia, Sri Lanka; Czech Republic and Iceland: no state funding at all). This has harsh repercussions, especially in those countries which have traditionally had to manage on small budgets. In Africa, for example, the money allocated to adult education is less than one percent of the education budget. By contrast, some governments have raised funding and plan to do so in the future (Belgium, China, Ecuador, Finland, France, Greece, Iran, New Zealand, Saint Lucia).

The Swedish government will spend three billion SEK in 1997 to create possibilities for 100,000 full-time studies on upper secondary level - the equal of 2,5 percent of the Swedish workforce. Predicting future government funding trends is nearly impossible, however, either because most countries budget statistics are not available or it is difficult to trace them because of scattered financial resources. OECD has published an in depth study on funding lifelong learning, mainly in the vocational field and only for industrialized countries (see OECD, Lifelong Learning for All, p. 223-246).

A sampling of alternatives to government funding derived from questionnaire responses, includes both direct funding of adult learning and funding incentives for the learners themselves. Many of the less developed countries hope for financial assistance from international organizations and industrialized countries. The Delors Commission proposes "the allocation of a minimum percentage of development aid (a quarter of the total) to fund education: this slanting in the direction of education should also apply to international funding institutions, first and foremost the World Bank . . . " As an alternate strategy, the report also proposes "the development of 'debt- for-education-swaps' to offset the adverse effects of adjustment policies and policies for reducing internal and external deficits upon public spending on education" (Delors Report, p. 33-34). A further idea is posited by UNESCO, suggesting that at least six percent of Member States' GNP would be invested in education (see statement by UNESCO Director General

Federico Mayor at the Fourth World Conference on Women, Beijing, 1995). An equitable share of that sum could be allocated to adult and continuing education.

Future funding trends, however, show a shift away from sole reliance on centralized funding toward a stronger reliance on the financial capacities of NGOs, private business, employers, unions and, in some cases, participant contributions. Tunisia, for example, suggests the introduction of adult education taxes. With regards funding from private businesses, Germany stresses that "care must be taken to avoid the splitting up of adult education activities into two separate fields drifting apart, namely continuing vocational education and general adult education, and to prevent a divide between participants who can afford to take part in expensive adult education courses and the rest of the population."

In order to create more economic equity in access to adult learning, many countries have introduced social entitlement initiatives, be it in the form of paid educational leave (Sweden, Germany), reimbursement of fees, scholarships or vouchers. Another possibility is the granting of study-time entitlement to young adults at the end of compulsory schooling or the creation of "learning accounts," by which young adults would be allocated a study-time entitlement at the start of their education. This entitlement would be deposited into an institution and would incur a learning 'capital' of time and funds available for each individual. Withdrawals from this learning account would be the prerogative of the individual, and the money could be applied toward a variety of educational programmes. In addition, some of the capital could be set aside to enable people to receive continuing education during their adult lives. Each person could increase his or her capital through deposits at the 'bank' under a kind of educational savings scheme.

One of the great difficulties in seeking funding encountered by adult education is the lack of reliable data profiling its quantitative and qualitative results. Global effort to improve statistical monitoring

through new data collection; the assessment of the broad spectrum of learning demand; and the development of documentation, resource and research centers will aid in creating a profile for adult learning which can be used in seeking funding.

The role of UNESCO

Many countries have high expectations of UNESCO's role in the future of adult learning. This includes continuing along the same lines which have already been developed. They suggest, for example: supporting literacy and post-literacy adult education worldwide (Eritrea, New Zealand); offering support for the professional training and development of adult education personnel (Togo, Ecuador, Qatar, Estonia . . .); acting as a mediator in the organization of multilateral meetings (Chili, Congo, Niger); coordinating information exchange internationally and cross-sectorally; advancing adult education policy; identifying global themes and setting the agenda for discussing these themes in the framework of international conferences (Czech Republic, Germany, Spain); providing financial and technical support (Burkina Faso, Guinea, Egypt, Ivory Coast, Morocco, Sri Lanka) and disseminating information about innovative methods (Jamaica).

Respondents rely on UNESCO to "raise the humanistic aspects of adult education to new heights to deal with the adverse effects of economic globalization" (NGO, Uganda)." As the response from Jamaica stated, UNESCO can be the "international clearinghouse of adult education."

Further expectations include a catalyst role for UNESCO, together with other multilateral organizations, facilitating the creation of networks involving all actors at all levels, supporting the monitoring of the diversified national and regional initiatives within the field of adult education, stimulating the debate on current issues and promoting new policies and strategies.

CONCLUSION : LEARNING TO BECOME

Will the 21st century be a century of lifelong learners? Is it realistic to talk about transforming and revolutionizing the whole educational scene for everybody to become fully creative and productive throughout life, to live in peace, freedom and happiness in times of polarization of wealth and power, in times of growing poverty and violence, in times threatened by the clash of cultures? The respondents to the questionnaires have, in fact, reacted with a great deal of optimism demonstrating strong willpower and generating practical ideas regarding the further development and delivery of adult learning.

There are, of course, many diverging opinions on which goals should be prioritized and how these goals should be reached, but the totality of the picture created reiterates the vision of adult learning advocated throughout the years - an integrating vision which can hold the adult learning scene together and even involve it as an active player in the contradicting forces at play in our globalized world.

With respect to such a future vision, respondents to the questionnaires have first, and foremost, emphasized the need for the adult learning scene to "learn to establish new linkages between the local and the universal, between tradition and modernity, between the development of knowledge and the capacity to assimilate, between the material things and the spiritual ones" (draft PanEuropean Declaration, see also Declarations of all other Regions).

"The future of adult education is not dangling out there in front of us waiting to be plucked. The future of adult education too must be invented" (H.S. Bhola, op.cit. p. 174).

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